

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Lincolnshire Police
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent of both the Home Office and the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectors.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005, and thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking more probing inspections of fewer topics. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectors.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

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- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

Developing Citizen Focus Policing

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

Developing Practice

In addition to assessing force performance, one of HMIC’s key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected (described as a ‘strength’) in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces; each force has provided a contact name and telephone number or email address, should further information be required. HMIC has not conducted any independent evaluation of the examples of good practice provided.

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

Force Overview and Context

Lincolnshire Police has:

- 3 basic command units (BCUs);
- 59 Neighbourhood Policing teams (NPTs);
- 61 officers dedicated to Neighbourhood Policing; and
- 167 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 7 crime and disorder reduction partnerships (CDRPs) that cover the force area.

Geographical description of force area

Lincolnshire is a mainly rural county bordering the North Sea and the Wash. The force encompasses small villages, market towns and one city. The county has a population of 665,270 and there are 282,183 households. There are population clusters in the south of the county, and the largest urban centre is the city of Lincoln. The rural and sometimes isolated eastern coastal areas have a high influx of tourists in the summer. Geographically, Lincolnshire is twice the size of any other county in the East Midlands region.

The county as a whole has a poor road network, with no motorway and only 65 kilometres of dual carriageway out of a total road length of 8,553 kilometres. The vast majority (88%) of roads are 'C' or unclassified. The A1 passes through part of the county, as does the East Coast main line rail network. But the overall transport infrastructure within the county is poor and public transport is minimal outside the major population areas.

Demographic profile of force area

Community cohesion is a headline challenge for the police and all public services in Lincolnshire, as is reflected in the local area agreement. This is not limited to issues created by the increasingly diverse ethnic mix (which has the potential for further growth through the EU accession states); it also includes the challenges of a year-on-year influx of middle-aged families with teenage children, as well as pre- and post-retirement adults.

Lincolnshire has an ageing population. For example, nearly 30% of the population of East Lindsey is aged 60 or over. Despite this, Lincolnshire has been identified as one of the fastest growing communities within the East Midlands region. The East Midlands Development Agency is seeking to encourage investment and improved infrastructure within the county. This will help to raise skills levels, attract higher-skilled industries to the county and keep younger people in the area, while improving employment prospects generally.

Average wages across the East Midlands are 6.7% lower than the national average, and employment rates in some areas of the county are more than 5% below the national average. In the 2000 index of multiple deprivation, 25 Lincolnshire wards were in the top 20% most deprived areas nationally. The East Midlands, as a region, lags behind the rest of the UK in workforce skills, and Lincolnshire has the lowest level of skills within the region.

Structural description of the force area

The force headquarters is located at Nettleham. As at 31 May 2008, it manages and supports a workforce of 1,204 police officers, 931 police staff, 158 special constables and 160 police community support officers (PCSOs). The police authority authorised a 2008/09 net budget requirement for the force of £116.6 million. The budget requirement exceeds the 'capping' rules for the increase in council tax precept, and is currently under review by the Home Office.

The Chief Constable is supported by the deputy chief constable (DCC), the assistant chief constable (ACC), the director of human resources (DoHR) and the director of finance and administration (DoFA). Richard Crompton was appointed Chief Constable in June 2008, after serving four years as deputy chief constable in Lincolnshire. Also from June 2008, Peter Davies is acting deputy chief constable and Elaine Hill is acting assistant chief constable until permanent appointments are made. The DoHR, Sue Scott has been in post for over 3 years and the DoFA, Peter Steed, was appointed in December 2007.

The police authority has been chaired for three years by Mrs Angela Crowe. She maintains a strong and supportive working relationship with the chief officer team.

The force is organised into three territorial basic command units (BCUs), each led by a chief superintendent, supported by a superintendent, a detective chief inspector and a chief inspector. The senior management team of each BCU includes an administration manager, a communications officer and an area human resources (HR) manager, who provide business support. Force headquarters houses all operational and non-operational support departments, each led by a suitably qualified departmental head, reporting to one of the chief officers.

Of the three BCUs, the West BCU (Lincoln, Gainsborough and Sleaford) experiences the greatest demand and has six sectors. The East BCU has four sectors covering the Skegness and Boston area, while the South BCU has three sectors covering the Grantham and Spalding area. The sectors are inspector led and are responsible for providing the immediate response service, as well as for dealing with community-based policing issues. There are a total of 59 neighbourhood policing teams delivering local policing.

Strategic direction

The force vision is 'Policing with PRIDE':

Professionalism;

Respect;

Integrity;

Dedication;

Empathy.

The strategic aims are to build trust and confidence through safer neighbourhoods, protecting the public and improving services.

The force's strategic priorities contained in the strategic plan for 2006–09 are unchanged:

- To adopt a citizen-focused approach to service delivery. By implementing a citizen-focused plan for delivering their services, established community policing teams (CPTs) across the county have the Quality of Service Commitment in place and have contributed to the county-wide community cohesion agenda.
- To reduce crime and improve the standards of investigation by having a fully integrated approach to cross-border, serious crime and organised criminality in collaboration with other forces in the East Midlands region. The force aims to continue the reduction of volume crime by focusing on those categories that are a priority for the public, and to build confidence in its ability to bring offenders to justice by working with the local criminal justice board to achieve stretching targets for sanction detections. In collaboration with its partners, the force aims to reduce the harm caused by offenders who have drug-dependency problems by combining enforcement activity with treatment.
- To promote safety and reduce the fear of crime, disorder and anti-social behaviour (ASB). Further enhancement of working arrangements with partners and the community are planned to reduce incidents of crime, disorder and ASB. The force aims to encourage the involvement of local people in the local police service and to provide transparency in the way it deals with local problems, including the continued delivery of the government strategy on road safety.
- To introduce national call-handling standards and training in respect of customer care and the new arrangements for keeping victims informed. This will deliver a high-quality, responsive and accessible service to the public.
- To have a supported and valued workforce that not only is skilled, highly motivated and well led, but also reflects the community it serves. An excellent HR infrastructure and framework will enable the force to recruit and retain excellent people and effectively maintain attendance levels that are among the best of all forces in the country.
- To have an appropriately funded, effective and efficient policing service and to achieve the ambition of being the top performing force in the most similar force (MSF) group. This will entail bringing the level of expenditure per head of population into line with the MSF average, and will ensure that resources are managed in an efficient and effective manner to support the policing strategy for the people of Lincolnshire. The force aims to establish comprehensive financial services and management information and to implement an effective system of checks and balances to secure sound corporate governance arrangements.
- To develop leaders for the future by implementing the leadership charter that will underpin the HR strategy to select the best leaders for roles at all levels in the organisation.
- To improve the HMIC baseline assessment performance and be fully compliant with the Bichard recommendations.

Specific priorities for 2008/09 are in place, with interim performance targets for the first six months of the year. The interim targets are to allow for decisions to be made on the sustainability of the force through funding and the development of the assessment of

policing and community safety (APACS) performance framework. The 2008/09 priorities are as follows:

- To improve road safety, with interim targets to reduce the number of people killed or seriously injured on the roads, with particular focus on young drivers and two-wheeled vehicles.
- To improve the safety of children and young people. The approach to this is by working in partnership to reduce youth offending and violence towards children and their abuse.
- To improve community confidence. By reducing the number of signal incidents and crimes and keeping customers informed, the interim targets are to achieve at least 85% satisfaction with overall service, and at least 70% satisfaction with follow-up.
- To improve community safety and to focus on what causes the most harm. Measures include reducing the number of offences of violence against the person and serious acquisitive crimes, as well as achieving a detection rate of 50% for more serious violence against the person a sanction detection rate of 18%.
- To improve efficiency and productivity through the best use of resources.

Key initiatives to improve performance during 2007/08 (in the areas of major crime and serious and organised crime)

A dedicated business manager has been employed to provide efficient and effective financial and administrative services to the crime support department and major incidents. Each major crime investigation is allocated a dedicated resource manager. The force holds a central major incident budget as a contingency.

Neighbourhood analysts and researchers are now in post and fully engaged in neighbourhood policing and with the neighbourhood teams. These individuals will ensure that community issues are analysed in full and issues surrounding citizen focus are highlighted within the strategic assessment.

Despite having limited resources and being primarily reactive, the level 2 analysts have been able to complete a good range of National Intelligence Model (NIM) products; these include problem profiles on homicide, which have been used to influence the homicide prevention strategy, cannabis, immigration crime and knife crime. They have also completed crime-pattern analysis of particular communities, as well as a number of target profiles connected to current and former operations.

Lincolnshire Police has recently introduced an electronic 5x5x5 intelligence-reporting system, which has increased the timeliness of the submission and dissemination of intelligence both within Lincolnshire and to other forces/agencies; this is also linked to an electronic public information register.

Automatic number plate recognition (ANPR) is linked to the closed-circuit television (CCTV) systems in Skegness, Boston and Grantham. A number of other fixed cameras are in the process of being fed into these servers. There is also a programme of strategic ANPR deployment around the force boundaries.

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Valuable and effective training is being delivered to operational staff on the West BCU in scene protection and initial enquiries at major and critical incidents. During the inspection, this training received favourable comment.

The separation/pregnancy/escalation/cultural/sexual assault/stalking (SPECSS) risk-assessment model is now fully integrated into the operational response to domestic abuse.

The introduction of neighbourhood teams is a great benefit; each BCU has a dedicated neighbourhood analyst and researcher, and they have developed and completed community profiles, thus providing a useful assessment of all the force's communities and key individual networks (KINs) within them.

Collaboration (strategic partnerships)

The head of the criminal investigation department (CID) holds regular meetings with other heads of CID from the region and is also a member of the East Midlands special operations unit (EMSOU) project board.

The East Midlands collaboration project is reviewing a range of options for the region, including the formal provision of mutual aid and the introduction of common standards and processes.

Each BCU professional development unit has a community engagement co-ordinator, who could be utilised as a resource in a major crime investigation. This has been used to good effect to advise major crime staff investigating homicide.

Representative workforce (including diversity)

All supervisors have undergone race and diversity training (the Police Race and Diversity Learning and Development Programme (PRDLDP)) and monitor staff in this area. Crime support has scheduled a number of in-house professional development days, and diversity is a subject area to be delivered at the next event, in spring 2008. The force will also benefit from regional senior investigating officer (SIO) development days, when subjects such as honour-based violence and homicides will be covered. A major crime unit training day has been arranged for June 2008, when input from an independent advisory group (IAG) is planned.

The force has strong IAG links and the force actively seeks IAG views and guidance on a range of issues, including homophobic issues connected to a homicide investigation. This interaction has been evident in a number of recent major investigations.

Managing diversity is important to Lincolnshire and is incorporated in the HR plan: "We want our workforce to be representative of our local communities." The percentage of the economically active ethnic minority population in Lincolnshire is 1.3%.

In 2007/08, the percentage of black and minority ethnic (BME) police officers met the target of 1.4%, exceeding the figure for the population generally. The target of having over 1% of BME police staff (equating to 9 full-time equivalent (FTE) posts), was within 10% of being achieved: as of 31 March 2008, it stood at 0.9% (8 FTE). The percentage of female police officers was 21.8%, exceeding the target of 21%.

The number of disabled staff (police officers and police staff) totals 3.5%, which is below the annual target of 4.5% of total force strength. During 2008, HR will carry out an audit to help identify where reasonable adjustments can be made to support the aims of the disability equality scheme.

A positive action working group was set up in March 2008 to consider how HR can contribute to making the workforce more representative at all levels. A three-year action

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plan will be developed by the group, and will include such ideas as a firearms positive-action open day to encourage more female applicants to operations support, where women are under-represented.

Work is taking place to consider the establishment of a women's network group, and a formal mentoring scheme for female staff is being developed. BME staff have been offered career development interviews, and the outcomes of these will be analysed and reported on during 2008/09.

Adjustments to training delivery approaches have been made to support those with a flexible working pattern and those members of staff with a disability. This includes offering weekend and evening training. Dyslexic students have been offered dictaphones, additional learning support and additional time for exams. The protected learning time policy has been reviewed and Initial Police Learning and Development Programme (IPLDP) student officers now have secured protected learning time, which has resulted in greater flexibility for them both with their study and in terms of working around shift patterns.

Workforce modernisation

The force went through a workforce modernisation review and, during the review period, began to implement recommendations made by the review. An example includes the recruitment of five civilian financial investigators to the economic crime unit.

The sustainable funding project initiated by the force has sought to increase the number of civilian investigators in such areas as public protection, crime investigation and major crime reviews.

Following the relaxation of the rules of the crime fighting fund, a civilianisation project was set up and led by a chief superintendent. The objectives of the project were delivered by civilianising 62 posts, with a projected saving of £1.4 million. Police officers occupying civilianised posts were redeployed to operational roles.

In June 2008, a programme manager was appointed, with responsibility for planning the sustainable funding project programme, taking into account changing demands from national, regional and local initiatives and linking them into the project. Project managers will be appointed to each of the six strands of the programme to oversee and manage the implementation and delivery of the projects:

- neighbourhood policing;
- response and patrol, contact management;
- volume crime;
- serious and organised crime, major crime, intelligence;
- public protection; and
- operations support.

It is anticipated that the programme of implementation will take two years, subject to available funding.

Force developments since 2007

The force has a number of areas, identified in the sustainable funding project. It is looking to develop in the areas of public protection, serious and organised crime and major crime, with initiatives aimed at delivering an excellent service.

The introduction of a force microwave link, enabling live images to be viewed from any location in the force, increases the opportunities for covert surveillance, as well as the efficiency of level 2 operations. This network has been used in several operations involving the distribution of Class A drugs.

The force has recently built on the work of Operation Pentameter, with the formation of an immigration team. This team not only works with other regional partners, but also organisations such as the Border and Immigration Agency (BIA) and the Gangmasters Licensing Authority.

In 2007/08, the force set targets to achieve at least 14,181 sanction detections and a rate of at least 25%. The targets were met, with 14,260 sanction detections and a rate of 28%.

An overall satisfaction rate of 79.7% was achieved in 2007/08. The introduction of crime helpdesks has improved the satisfaction rate to a rolling three-month average of 82.4% in 2008/09.

Neighbourhood Policing

2007/08 Neighbourhood Policing Summary of judgement	Meeting the standard
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Meeting the standard

Following the moderation process, Lincolnshire Police was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

Neighbourhoods are appropriately staffed (coverage).

Summary statement

The force is deploying across all its basic command units (BCUs) the right people in the right places at the right times to ensure that its neighbourhoods are appropriately staffed.

- Neighbourhoods and their boundaries have been clearly defined. In recognition that partners and communities were not widely consulted initially, the most recent review of these boundaries (conducted as part of the force's wider sustainable improvement plan) has involved partners and taken explicit cognisance of both existing and developing joint neighbourhood management schemes.
- A Neighbourhood Policing manual has been developed in-force to set out corporate standards, guidance and best practice for all force staff, and specifically for community policing teams (CPTs), to support the delivery of Neighbourhood Policing. To reflect feedback from staff and to include recent national developments, the manual has recently been revised. All the CPT staff spoken to by the inspection team reported the manual to be invaluable as a source of knowledge and confirmation of force expectations of standards, particularly around community engagement and problem solving.
- CPTs for all the 59 identified neighbourhoods are in place, and each team has at least one community beat manager (CBM) and police community support officer (PCSO). Contact details for these staff, including names and mobile telephone numbers, are widely published through a variety of media. A postcode search facility on the Neighbourhood Policing website identifies the relevant CPT and, as well as giving contact information, shows photographs of the team and displays the local priorities. Email addresses for CPT staff are printed on business cards and widely distributed to local residents. The email addresses are primarily team addresses, so that when an officer is on leave another member of the team, or the CPT sergeant, will reply within 24 hours.
- HMIC reality-check visits to two neighbourhoods in Lincoln revealed a high level of contact between CPT staff and local businesses, community centres and key individual networks (KINs). People's experience of using email to contact CPTs was positive.

- Continuity and succession planning for CPT staff and sergeants is detailed in the Neighbourhood Policing manual and is prioritised by BCUs through the formal human resources (HR) meeting, attended by all BCU senior managers. There is a high level of retention among CBMs, in line with the guideline that they will remain in post for at least two years to provide continuity for communities. At the time of inspection, all CPT posts – with the exception of one PCSO post – were filled. BCU staff reported that CPT posts had ‘flagship’ status and were sought after.
- All CBMs who have been in post for at least two years receive a special priority payment subject to performance.
- The abstraction policy for CBMs uses a very inclusive definition, such that all duties other than those activities relating to Neighbourhood Policing on their beat are counted as abstractions. Managers and supervisors robustly monitor the 10% maximum abstraction target and are held accountable for achieving it at the assistant chief constable’s performance review meeting with BCU commanders. At the time of inspection the target was being met and CPT staff identified their minimal abstractions as an important factor in both their job satisfaction and public satisfaction.
- A clear link exists between neighbourhood profiles, local priorities and the deployment of CPT staff. Each BCU has one Neighbourhood Policing analyst and one researcher (based in the intelligence unit) who work with CPTs to maintain neighbourhood profiles and prepare a quarterly strategic analysis for each neighbourhood, which informs the deployment of resources to teams. A recently introduced neighbourhood profile places an emphasis on specific community engagement intelligence requirements, and has also contributed to deployment decisions. For instance, more CPT staff are now deployed in neighbourhood management areas, while language skills are considered when recruiting to CPTs with migrant worker (mainly Eastern European) communities. A comprehensive review of CPT staffing has been undertaken as part of the recent sustainable funding work and this has identified where more staffing is required.
- At the time of inspection, 61 CBMs and 167 PCSOs were dedicated to Neighbourhood Policing. The 61 CBMs represent 4.96% of the total number of police officers. The overall number of police officers and police staff on CPTs represents 10% of the total force staff.
- Comprehensive training is available for all levels of staff who deliver Neighbourhood Policing. The PCSO national training package is supported by using experienced PCSOs, mainly on their own beats, as mentors for new PCSOs. The week-long CBM training course introduces the Neighbourhood Policing manual and focuses heavily on community engagement and joint problem solving. Chief inspectors, inspectors and sergeants also receive specific Neighbourhood Policing module training. Reality testing with these staff – specifically those with no prior experience of community engagement and problem solving – confirmed that the training equips them with the knowledge and some skills to carry out these roles.
- Formal evaluation of each CBM course is conducted, resulting in revisions, and feedback from National Policing Improvement Agency (NPIA) assessments has also been incorporated into the training, together with national developments. For instance, a new course for CBMs due to start in September 2008 will include the new version of the in-force manual and feedback from the NPIA assessment of how

well Neighbourhood Policing is being embedded. At the time of inspection all CPT staff had completed their training.

- As part of continued development, and to promote a wider understanding of issues that impact on their local priorities, many CBMs have had placements with relevant partner agencies. Although these are not formally evaluated, staff reported that such placements had improved their contribution to joint problem solving.
- Personal development review (PDR) objectives for CBMs and PCSOs directly support the delivery of Neighbourhood Policing. Objectives are largely relevant to local priorities, with clearly understood targets. The effective use of PDR objectives is covered in the new version of the Neighbourhood Policing manual and has recently been included in inspectors' and sergeants' in-force leadership training. There is evidence of sector inspectors reviewing the relevance of PDR objectives for CPT staff.
- A good reward and recognition policy is in place and the inspection found comprehensive knowledge of the policy at all levels. Specific awards include outstanding contribution to public reassurance and excellence in delivering performance; there are also awards for the community beat officer of the year and PCSO of the year. In 2007 an officer received an MBE for work in the community on business crime. In the same year a constable received the *Jane's Police Review* Community Police Officer of the Year award. Staff reported good use of internal recognition at BCU level, whether in the form of a formal BCU commander's award, a note of good work or a positive PDR record.

Work in progress

- At the time of inspection only a small number of CPTs had involved partners in the ongoing development of their neighbourhood profile, or shared the profile with partners. However, a large number of CPTs reported that this work was partly completed and moving forward.
- Work continues on accrediting the CBM and PCSO training programmes for career and professional development through the NPIA Certificate of Neighbourhood Management; to date, the force training department has completed a scoping of cost. The force could consider extending accreditation for sector inspectors and CPT sergeants.

Areas for improvement

- At the time of inspection some engagement meeting dates on the Neighbourhood Policing website were out of date. The force should strive to ensure that this information is updated frequently so as to support community engagement and maintain the credibility of the website.
- Although one example of the use of e-learning was given to the inspection staff, the force is unable to provide this facility for Neighbourhood Policing staff, particularly as a means of updating knowledge and improving skills.
- The force has recognised that the ratio of dedicated CPT sergeants to CBMs and PCSOs is too low and that this detracts from their ability to support and supervise community engagement and problem-solving activities conducted by those staff. On

East BCU the average ratio is approximately 1:17, although in Skegness this rises to 1:30. On South BCU the average ratio is 1:14 and on West BCU 1:15 (although in the two neighbourhood management areas it falls to 1:8). While this is partly mitigated by the experience and abilities of CPT staff and the ability to monitor problem-solving activity electronically, the problem is exacerbated whenever CPT sergeants on West BCU are abstracted to cover for custody duty. Part of the sustainable funding improvement plan seeks to address this issue by increasing significantly the number of dedicated CPT sergeants.

Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.

Summary statement

Representative communities are routinely consulted, and are identifying local priorities and receiving feedback on them. Most neighbourhoods in the force area are actively engaging with the local police and its partners.

Strengths

- A consultation and engagement strategy including relevant links to partners and the new Neighbourhood Policing manual provides CPTs with a template to identify, prioritise and seek views from the community on tackling local priorities. The engagement strategy has been regularly reviewed by the Neighbourhood Policing practitioners' working group, leading to more emphasis on engaging with harder-to-reach groups such as young people and migrant worker communities. Neighbourhood panels – many of which have a large number of local residents as members – discuss, prioritise and agree local priorities. Joint action groups (JAGs) carry out actions to deal with the priorities by tasking the relevant agencies.
- One of the checks on the in-force Neighbourhood Policing health check matrix (a self-assessment completed by BCUs) is to ensure that there is a clear link between the engagement plan and the demographics of the neighbourhood profile. The latest round of self-assessment completed in March 2008 showed that 32 of the 59 CPTs had fully established this link, with another four having partly achieved it. The central Neighbourhood Policing improvement team reality-tests CPT returns, especially where anomalies are identified or where other sources of information suggest a different picture.
- Reality testing in two neighbourhoods showed that PCSOs are constantly testing the strength and inclusion of engagement both by speaking to people from identified communities and by searching for new and emerging communities – for instance the small but growing numbers of Iraqi Kurds and Lithuanians in Lincoln.
- All CPTs use a wide range of engagement tactics beyond the traditional evening meeting format, some carried out with partners, in order to engage with local communities and identify local priorities. Methods include widely distributed community engagement cards; email; door-knocking; street briefings; use of KINs and Neighbourhood Watch; environmental audits; neighbourhood management

action days; drop-in sessions with senior citizens; an Eastern European mothers group; surgeries at community focal points such as libraries, internet cafes, hospitals and the university; meetings in Roman Catholic churches to reach the Polish community; and mobile drop-in surgeries for more rural communities.

- Teams are increasingly using an engagement calendar to manage engagement more efficiently. Use of engagement tactics is part of the Neighbourhood Policing health check matrix, and the latest round of results from CPTs revealed a high level of use of all or most of the tactics.
- West BCU is piloting the audio translator machine (developed for the Civil Defence Supply Office). The software in this hand-held device is now being adapted for the Abbey CPT to record customised phrases in the various community languages identified in the neighbourhood profile.
- In the last 12 months, much emphasis has been placed on identifying and engaging with harder-to-reach groups – especially young people, longer-standing migrant worker groups (particularly the Portuguese community) and new and emerging migrant worker groups (mainly Eastern European). The inspection found evidence of success in identifying such groups, and representatives of such groups are increasingly involved in the engagement process. Representatives from local youth clubs, from the Polish and Portuguese communities, and – in Lincoln particularly – private landlords and young homeless people are members of neighbourhood panels. Several neighbourhoods have youth panels; in Skegness, a youth crime prevention panel of six young people aged between 11 and 16 provides views on crime hotspots and diversionary projects to tackle them. Grantham Community Contact Group, set up by the CBM, has representatives from many minority groups including Romanians and the gay and lesbian communities. At least one CPT reached the Chinese community through a Chinese minority ethnic persons' panel. HMIC reality visits found that the local business community (including companies employing migrant workers) colleges and Neighbourhood Watch were well represented as KINs and had good levels of contact with CPT staff.
- Several innovative engagement schemes are being developed. One example is the educational engagement project devised by a PCSO based at Mablethorpe. It involves a common style of presentation that can be delivered to any school audience while being tailored to geographical area, age group and prevalence of problem. The topics covered include drug awareness, ball bearing gun use, stranger danger, and anti-social behaviour.
- Another project deals with the challenge of engaging a significant number of local residents outside traditional meetings and neighbourhood panels. East Lindsey District Council, in conjunction with local police, carried out such an engagement process in the neighbourhood management area. Personal letters of invitation to one of seven public forum sessions were sent to 3,500 households, explaining how the sessions would be facilitated. Each afternoon or evening session was opened by the council's senior managers, following which small discussion groups of residents, facilitated by a police officer or council manager, completed a neighbourhood management questionnaire. Those who could not attend were sent the questionnaire by post. In all, 377 completed questionnaires were analysed and informed neighbourhood management priorities.

- Information sharing between communities and CPTs takes place through a variety of means. In January 2007 a joint Neighbourhood Policing practitioner event was held, which was described by staff and partners as ‘inspirational’ in exploring joint problem solving. The event was repeated in March 2008 with equal success. Many CPTs, with support from BCU communication officers, produce a regular newsletter which is distributed both in and outside their neighbourhood. The local radio station and newspaper are used to inform communities, including non-English speaking residents, of forthcoming engagement events across neighbourhoods. Further information about neighbourhoods and engagement meetings is provided by the many articles written by CPT staff and posted on the Neighbourhood Policing website.
- CPT staff reported that they regularly use a shared computer drive – accessible across all BCUs – that allows them to search all the force’s local priorities and associated problem-solving plans to identify good practice and ideas on problem solving.

Work in progress

- The force is working to ensure that all CPT staff are briefed, updated and tasked in relation to dangerous offenders and registered sex offenders who live in their neighbourhoods.

Areas for improvement

- The Neighbourhood Policing health check matrix contains some checks on membership of neighbourhood panels. However, it does not query whether CPTs check the list of attendees at engagement meetings for the previous 12 months, which would help to identify why some residents attend once but do not return. Doing so might signal whether they received a positive or negative engagement experience. HMIC reality testing with CPT staff revealed that this is not an activity generally carried out.
- To enhance the current focus on engagement with young people (especially in the 14–18 age group) and with people from Eastern European communities, the force should consider including this activity within the Neighbourhood Policing health check matrix process. This is particularly important given the plans to increase the numbers of CPT staff in order to enhance visibility and capacity in response to the community engagement challenge.
- One sector in Lincoln has commissioned a survey through the local crime and disorder reduction partnership. The survey is designed to profile and map Polish, Lithuanian, Latvian and Chinese residents in various neighbourhoods, and establish whether they have engaged with the police and other agencies to give their views on quality of life issues. While HMIC commends this positive development, there is no force-wide process to map existing engagement, through postcodes or other means, and so capture possible engagement gaps in neighbourhoods.

Joint problem solving is established and included within performance regimes.

Summary statement

Joint problem-solving activity involves the police and partners across all neighbourhoods. Joint problem-solving activity is routinely evaluated and demonstrates moderate resolution at neighbourhood level.

Strengths

- The force has invested heavily in joint problem-solving processes and relationships to address local priorities more effectively. Each local priority has a problem-solving plan, entered on the BCU shared drive; progress and results of these are monitored and evaluated by both CPT supervisors and BCU senior managers. The recently revised neighbourhood profile template includes relevant joint problem-solving plans and how they are addressing priorities, thus linking problem-solving to the continually evolving profiles. As a result, BCU managers are better placed to evaluate how effective problem-solving is in terms of existing and future neighbourhood profiles. Each BCU was able to produce for the inspection a summary of joint problem-solving activity for any given period.
- Problem-solving plans follow the ‘specific, measurable, achievable, reasonable, timely’ (SMART) model. Although this model does not identify the elements of performance monitoring as clearly as the ‘enforcement, prevention, intelligence, communication’ (EPIC) model, the problem-solving template design provides for monitoring by CPT sergeants and can only be signed off by agreement of the neighbourhood panel. In addition, a number of monitoring questions for problem-solving plans are included in the Neighbourhood Policing health check matrix, including how many JAGs have been established and how well partners are involved in those groups. The latest health check results show that the great majority of CPTs are fully monitoring the progress of plans and working with partners through JAGs. At force level, the number of plans set and signed off as ‘met’ by neighbourhood panels is measured as part of the force performance framework.
- Many examples of joint problem solving that made a demonstrable difference to local residents were presented to the inspection by the force and partners. One such example is the Honda Project, intended to address considerable anti-social behaviour on the part of groups of young riders of scooters and mini-bikes. Working with a range of partners including Honda, the force developed a scooter safety course to educate young riders. This has led to a reduction in anti-social behaviour and an increase in responsible riding – funding from the youth service has now been found to extend the scheme as a motor education project. Another example of successful and continued funded joint working to divert young people from anti-social behaviour is the Hip Hop performance initiative, in which young people put on a dance production during school holidays. An inter-generational engagement scheme in Louth brings elderly and young people together for a day to increase mutual understanding and so reduce local concerns about anti-social behaviour.
- A county community cohesion forum – including chief officer or senior-level representation from all key partners, as well as representatives of volunteer agencies from across the county – has been used at a strategic level to implement and embed Neighbourhood Policing. This, together with the consistent chief officer engagement and drive, has resulted in a significant investment in Neighbourhood

Policing by partners, including joint funding of 61 PCSOs, an increase in the number of neighbourhood management schemes and a shared approach to using both analytical staff and joint agency information. In addition, a number of CPT bases have been established in community gathering places such as Lincoln City football ground.

- Local authority partners attend BCU tasking and coordination meetings and there is evidence that they are tasked from these meetings. The meetings routinely include local priorities, and examples were provided to the inspection of bids for resources to deal with such priorities being referred from JAGs to these tasking meetings, with successful outcomes.
- The Neighbourhood Policing manual emphasises the importance of the community signing off local priorities as fully resolved. CPTs sign off local priorities primarily through agreement and sign-off by neighbourhood panels (which have community representatives who identify and agree local priorities on behalf of their communities), as recorded in problem-solving plans and checked by sergeants. In addition, a variety of other methods are used to inform, and effectively sign off local priorities with, a wider public audience – including newsletters, word of mouth, posters and responses to individual community engagement cards. When a high-profile operation such as a drug raid alleviates concerns about drug use and selling, a media plan is developed to reassure and inform the community as to the impact of the joint operation.
- Training in problem solving for partners and community representatives who are members of JAGs and neighbourhood panels has been taking place over the last 12 months. Two well-attended one-day events took place in March 2008 and feedback from attendees was very positive.

Work in progress

- At the time of inspection a new Neighbourhood Policing database was nearing completion. It has four elements – problem-solving plans, neighbourhood profiles, KINs, and administration. An enhanced search engine covers all four elements and a traffic-light system assists in supervising problem solving. This tool will both significantly improve the dissemination of learning and good practice in relation to problem-solving plans and facilitate the use of the force's large number of KINs by all operational staff. The force has recognised a gap in that not all potential users of the database (such as senior investigating officers) have been consulted, as to how the search criteria could be enlarged, to help identify suitable KINs to support investigations. For example, KINs are not currently searchable by sexual orientation. Work to address this is ongoing.
- The force has engaged with all local community safety partners in the force area in the production of a draft strategic assessment for April 2007–March 2008, which reflects local area agreement (LAA) priorities. Further work is in train to produce the six-monthly update for autumn 2008 and fully to integrate the assessment into the force strategic assessment.

Areas for improvement

- In addition to the processes used to sign off local priorities outlined under strengths above, some CPTs respond to a significant number of individuals who contribute to

setting local priorities through community engagement cards, but who do not attend neighbourhood panels, to advise them about resolutions. However this one aspect of signing off is not carried out consistently across the force and is not subject to self-assessment checking. There is an opportunity to improve the consistency of this method of signing off local priorities force-wide and so maximise the impact on public satisfaction and confidence in the resolving of local priorities.

- The force has yet to complete a learning needs analysis in conjunction with its partners and community members who contribute to joint problem solving. Carrying out such an analysis will make it possible to identify joint training requirements, and a structured approach can then be taken to delivering and evaluating such training, including evaluating the existing joint training given to members of JAGs and neighbourhood panels.

The outcomes of Neighbourhood policing are being realised by the surveyed public.

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Lincolnshire	-9.6pp	+2.0pp	-3.8pp	+4.8pp	-2.0pp	+1.0pp

Summary statement

The SPI/KDI data shows that force performance is significantly worse than the average for the MSF.

The SPI/KDI data also shows that force performance is unchanged compared with two years ago.

Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

SPI 2a – percentage of people who think that their local police do a good or excellent job.

43.9% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly worse than the average for the MSF. Force performance was unchanged in the year ending March 2008; 43.9% of people surveyed think that their local police do a good or excellent job, compared with 41.9% in the year ending March 2006.

KDI – percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'.

48.5% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 48.5% of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 43.7% in the year ending March 2006.

SPI 10b – percentage of people who think there is a high level of anti-social behaviour.

9.4% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 9.4% of people surveyed think there is a high level of anti-social behaviour, compared with 8.3% in the year ending March 2006.

Strengths

- Several ward-based and force-level surveys relating to Neighbourhood Policing are used to obtain feedback from communities. At force level an annual 'Neighbourhood Policing matters' survey is carried out by a private research company, canvassing at least 600 respondents per BCU. The survey is designed to assess perceptions and experiences of crime and anti-social behaviour and views about the local police. Results are reported to chief officers, BCU performance managers and the PA to inform their deliberations on force priorities.
- Annual postal surveys are conducted jointly with the local council in two of the neighbourhood management wards in Lincoln – Moorland and St Giles Wards. Both are statistically significant, with over 3,000 households surveyed in Moorland and almost 2,000 in St Giles. They assess neighbourhood perceptions and experiences

of crime, anti-social behaviour, local policing and some council services. Summaries are produced and used by CPTs to inform community engagement. In the case of the 2007 St Giles survey, an action plan was developed by the Safer Stronger Partnership, resulting in a community audit that commenced in March 2008, a renewed focus by the partnership on anti-social behaviour and better promotion of engagement meetings.

- A monthly service user satisfaction telephone survey is carried out by a private research company (Swift Research Ltd). The survey is statistically significant for each BCU, and is based on a Home Office script with additional locally specified questions. A graphical and tabular summary is reported monthly on the force intranet, informing BCU managers and each force performance meeting.
- Nine mobile information kiosks have been in use across the county for several years, sited in community centres and other public gathering places. The software within the kiosks enables brief surveys to be carried out and one kiosk is currently displaying a survey designed to measure local experience and perception of Neighbourhood Policing. This will be expanded to the other kiosks during 2008/09 and the results will be fed into the other local policing survey results.
- The existing suite of force- and BCU-level performance indicators holds CPTs to account against a range of public satisfaction and confidence measures, under four headings – access, influence, interventions and answers. For example, gauging how many priorities have been achieved informs the confidence indicator ‘percentage of people who agree that the local police understand and are dealing with things that affect and matter to the community’. Force-level performance in terms of satisfaction and confidence is monitored at the monthly force performance meeting and compared with that of the most similar forces (MSF) group and BCU-level performance compared internally – ie with other force BCUs.
- CPTs respond to formal and informal feedback from local communities. Problem-solving plans, which are in place for every local priority, articulate the links between the various methods of community engagement and the decisions as to what will be the local priorities. This is especially evident in the neighbourhood management areas.

Work in progress

- CPTs have recently been provided with a one-page ‘quick tick’ survey containing seven questions: some of these relate to perceptions of local policing issues and are copied from the Neighbourhood Policing Matters survey, but the remainder can be decided upon locally and used to increase engagement and familiarity with communities. The intention is that administration and result analysis will be carried out centrally by the performance management team.
- The force has recently secured an agreement for the inclusion of a number of local policing-related questions in a survey to be conducted by the Lincoln Community Development Worker Project, designed to provide the community partnership with information to help set priorities for the LAA.

Areas for improvement

- The current survey forms used by the force provide little opportunity for service users to identify ways in which it could improve service delivery. The force needs to

develop some specific questions for inclusion in surveys that would provide service users with the opportunity to express their views on this issue.

- An analysis of the 2007 Neighbourhood Matters survey confirmed that there had been mixed performance outcomes in several of those areas of perception that link to national statutory performance indicators (SPIs) and key diagnostic indicators. For instance, 59% of respondents agreed that “local police are dealing with things that matter to the community” compared with 60% the previous year. Only 70% thought that “taking everything into account”, they had confidence in the local police, compared with 75% the previous year. However, 70% believed that local police “understand the issues that affect the community”, up from 68% the previous year.
- There is no formal structure or process to identify service users’ views. To improve in this area the force could develop focus groups or utilise the independent advisory groups (IAGs) and KINs to assess service delivery and customer satisfaction.

Force-level and local satisfaction/confidence measures are used to inform service delivery.

Summary statement

The force partially understands the needs of its communities. Identified service improvements are sometimes made in order to improve local service delivery.

Strengths

- Several ward-based and force-level surveys relating to Neighbourhood Policing are used to obtain feedback from communities. At force level an annual ‘Neighbourhood Policing matters’ survey is carried out by a private research company, canvassing at least 600 respondents per BCU. The survey is designed to assess perceptions and experiences of crime and anti-social behaviour and views about the local police. Results are reported to chief officers, BCU performance managers and the PA to inform their deliberations on force priorities.
- Annual postal surveys are conducted jointly with the local council in two of the neighbourhood management wards in Lincoln – Moorland and St Giles Wards. Both are statistically significant, with over 3,000 households surveyed in Moorland and almost 2,000 in St Giles. They assess neighbourhood perceptions and experiences of crime, anti-social behaviour, local policing and some council services. Summaries are produced and used by CPTs to inform community engagement. In the case of the 2007 St Giles survey, an action plan was developed by the Safer Stronger Partnership, resulting in a community audit that commenced in March 2008, a renewed focus by the partnership on anti-social behaviour and better promotion of engagement meetings.
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- Nine mobile information kiosks have been in use across the county for several years, sited in community centres and other public gathering places. The software within the kiosks enables brief surveys to be carried out and one kiosk is currently displaying a survey designed to measure local experience and perception of Neighbourhood Policing. This will be expanded to the other kiosks during 2008/09 and the results will be fed into the other local policing survey results.
- The existing suite of force- and BCU-level performance indicators holds CPTs to account against a range of public satisfaction and confidence measures, under four headings – access, influence, interventions and answers. For example, gauging how many priorities have been achieved informs the confidence indicator ‘percentage of people who agree that the local police understand and are dealing with things that affect and matter to the community’. Force-level performance in terms of satisfaction and confidence is monitored at the monthly force performance meeting and compared with that of the most similar forces (MSF) group and BCU-level performance compared internally – ie with other force BCUs.
- CPTs respond to formal and informal feedback from local communities. Problem-solving plans, which are in place for every local priority, articulate the links between the various methods of community engagement and the decisions as to what will be the local priorities. This is especially evident in the neighbourhood management areas.

Work in progress

- CPTs have recently been provided with a one-page ‘quick tick’ survey containing seven questions: some of these relate to perceptions of local policing issues and are copied from the Neighbourhood Policing Matters survey, but the remainder can be decided upon locally and used to increase engagement and familiarity with communities. The intention is that administration and result analysis will be carried out centrally by the performance management team.
- The force has recently secured an agreement for the inclusion of a number of local policing-related questions in a survey to be conducted by the Lincoln Community Development Worker Project, designed to provide the community partnership with information to help set priorities for the LAA.

Areas for improvement

- The current survey forms used by the force provide little opportunity for service users to identify ways in which it could improve service delivery. The force needs to develop some specific questions for inclusion in surveys that would provide service users with the opportunity to express their views on this issue.
- An analysis of the 2007 Neighbourhood Matters survey confirmed that there had been mixed performance outcomes in several of those areas of perception that link to national statutory performance indicators (SPIs) and key diagnostic indicators. For instance, 59% of respondents agreed that “local police are dealing with things that matter to the community” compared with 60% the previous year. Only 70% thought that “taking everything into account”, they had confidence in the local police, compared with 75% the previous year. However, 70% believed that local police “understand the issues that affect the community”, up from 68% the previous year.

- There is no formal structure or process to identify service users' views. To improve in this area the force could develop focus groups or utilise the independent advisory groups (IAGs) and KINs to assess service delivery and customer satisfaction.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the PA have partially shown how they plan to ensure that Neighbourhood Policing is sustained beyond April 2008.

Strengths

- Sustaining the delivery of Neighbourhood Policing beyond April 2008 is a key part of the force sustainable funding improvement plan. Subject to funding being made available over the next three years, it is planned to put in place 24 additional CBMs, 14 additional dedicated CPT sergeants and 40 additional PCSOs. These extra resources will enable the force to meet its public service agreement commitments in respect of neighbourhood management, including equal access to policing services for all, especially in the many rural areas of the county.
- Underpinning the proposed increase in CPT resources, the HR and estates strategies aim to ensure that the required infrastructure is in place to support the delivery of Neighbourhood Policing.
- The revised Neighbourhood Policing manual has set minimum standards for the delivery of local policing in all the key areas of business against which CPTs are measured. In addition, the central Neighbourhood Policing project team will complete a post-April 2008 migration report, identifying any gaps in the embedding of Neighbourhood Policing upon which BCUs can focus to deliver improved public satisfaction and confidence.
- Over the last two years a self-development process has been undertaken in conjunction with the NPIA, whose field officers have been attending the Neighbourhood Policing project board meetings. Where NPIA and HMIC have identified areas for improvement these have been integrated into the Neighbourhood Policing project plan, resulting in improved working practices for CPT staff. In order to drive these improvements through CPTs, many of the improvements now feature as part of the Neighbourhood Policing health check self-assessment process.
- All of the seven work in progress and one area for improvement issues identified by HMIC's inspection of Neighbourhood Policing in 2007 have been either fully addressed or progressed further. For example, a rewards and recognition policy is now in place that has improved the way all staff, including CPT staff, can be recognised and rewarded. The development of the Neighbourhood Policing database is nearing completion and it has the potential to be a valuable tool for CPTs. Training of CPTs around community intelligence has taken place, especially in connection with counter-terrorism.
- The PA governance of the force's delivery of Neighbourhood Policing is effective. The community and consultation committee has a Neighbourhood Policing working

group, whose members hold the force Neighbourhood Policing project team to account at regular, formal meetings. In addition, the chair and other members of the PA sit on the group responsible for the sustainable funding work. Finally, those PA members who are aligned to BCUs meet regularly with BCU commanders, challenging them about any negative feedback from the community forums.

Areas for improvement

- A future challenge and significant risk is sustaining Neighbourhood Policing, given the severe budget constraints the force faces over the next three years. With appropriate levels of additional funding the force would at least be able to commit to maintaining levels of Neighbourhood Policing resources, and ideally would be able to increase those resources. However, without additional funding, the force will not be able to improve level 2 protective services or further embed Neighbourhood Policing. This situation may require the PA and the force to make difficult choices about how and where to prioritise effort and resources. It may be prudent to formulate a contingency plan to preserve the core elements of Neighbourhood Policing, given the Government's recent decision on the level of precept for the next three years.

Developing Citizen Focus Policing

<p>2007/08 Developing Citizen Focus Policing Summary of judgement</p>	<p>Meeting the standard</p>
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Meeting the standard

A citizen-focused ethos is embedding across the force, establishing an initial baseline.

Summary statement

The force partially understands the needs of its communities. Identified service improvements are sometimes made to improve local service delivery. The force partially communicates the National Quality of Service Commitment (NQoSC) standards, the Code of Practice for Victims of Crime standards, and the force corporate/accessibility standards to its communities.

Service users' views are sought and are used to improve service delivery

Strengths

- A Citizen Focus policy has just been introduced by the force, which includes 52 quality of service commitments (QoSs), The Victims' Code of Practice, a witness charter, and consultation and community engagement with a strong emphasis on getting the first contact with the public right. It also has *Leading with Pride*, the force leadership charter directed at managers, and a staff charter. A central theme in all three documents is the need for the force to deliver its services with professionalism, respect, integrity, dedication and empathy (PRIDE). The staff charter identifies four key behaviours for staff to implement: learning from experience; consistently treating colleagues with honesty and respect; always adopting a team approach and supporting others; and improving communication and commitment.
- A good range of surveys, many of them ward-based, is conducted by the force to identify service users' opinions. For example, in May 2007 it conducted a survey of 4,600 emergency and non-emergency callers, with a return rate of 27.55%, which concluded that overall satisfaction with initial contact was 89% for emergency callers and 81% for non-emergency callers. The survey included one question asking how any improvements could be made to the emergency call service delivered by the force. A separate survey was conducted of calls resolved by the incident resolution team. The St Giles Matters neighbourhood survey in Lincoln was promoted by means of a £100 prize draw, which those completing the survey could enter if they included their name and address. The force has conducted local Neighbourhood Policing surveys targeting all households in a particular area, for example Lincoln Moorland, sending out 3,399 questionnaires in 2006 and 3,269 in 2007.
- The internal publication *Blues and Views*, distributed to all staff, features a force suggestion scheme which allows staff to submit any ideas to improve service delivery. An example was provided to the inspection of an officer suggesting

improvements to the Neighbourhood Watchline – namely that when attending the scene of a crime the facility should be available to circulate a description of the offender instantly to the 2,700 Neighbourhood Watchline members. The Neighbourhood Watchline system has now been updated, allowing force control and communication centre (FCCC) staff to produce an instant message for circulation to members, to assist with locating a suspect or vehicle or for any other incident-related use.

- The force, in consortium with nine other forces, uses a commercial company to conduct its surveys, with a sample standard of 600 per BCU or 1,800 county-wide, to identify areas for business improvement and individual staff who are not complying with business processes. Surveys have identified that follow-up is a significant problem for the force; in response, the force has introduced a call-back desk on West BCU. This has two staff, who ring back victims of crime to update them on the progress of the investigation and obtain any additional information from them. Similar desks have recently been introduced on the force's other two BCUs, all with the central aim of improving customer satisfaction and confidence.
- All CPTs make good use of community engagement cards, distributing them widely to obtain the views of the community, primarily on local concerns and priorities but also on Citizen Focus. Neighbourhood Policing teams demonstrate good commitment to delivering the Citizen Focus themes and are well versed in the principles of Citizen Focus.
- In 2005 the Lincolnshire criminal justice board was awarded Home Office funding for a project aiming to deliver changes in the local criminal justice system in order to improve the quality of service to victims and witnesses of crime. The board appointed a panel of recent witnesses and victims to shadow constituent agencies' staff in the workplace. A first phase of shadowing was conducted over a three-week period in May 2005 and a second period was completed in February 2007. Reports were produced for each shadowing period, identifying practices which have a positive or negative impact on witnesses and victims. In response to these findings, the agencies have worked to improve the service to victims. One of the outcomes of the initial project was to establish a volunteer panel after the Home Office funding ceased. The panel continues to meet and attends the Lincolnshire victims and witnesses delivery group meetings. Recommendations currently being worked on include appointing a member from Women's Aid to accompany specialist domestic abuse officers when visiting victims of crime.
- A direction and control database of complaints is held by the force. Complaints specific to a sector (policing area) are analysed by inspectors both uniformed and specialist, in order to respond to complaints and learn lessons. Inspectors also receive officer complaint data, and if a single officer is the subject of two or more complaints, then the officer is identified for a one-to-one discussion for development. The professional standards department (PSD) also identifies trends in quality of service complaints, which it incorporates into its newsletter, *The Standard*, in order to inform and improve staff performance. For example, the newsletter featured an item entitled 'First impressions count', emphasising that all contacts with the public must be professional and centre on delivering a quality service to all.
- The inspection found good evidence that the FCCC and Neighbourhood Policing staff are taking positive action to make their services more citizen-friendly. For example, the FCCC conducts a minimum of 75 quality assurance calls per month, to identify good practice and areas for development, and where necessary conducts one-to-one interviews to praise or develop staff. All CPTs have fridge magnets to

distribute which include pictures of all the team members, mobile telephone numbers and e-mail addresses to enable easy access on the part of the public.

- The FCCC also has a scheduled incident desk (SID) whose staff deal with all low-level incidents, making personal contact with callers and at the same time reducing demand for response and patrol officers where appropriate. This allows the SID to provide a more responsive, tailored personal service to callers, managing expectations and delivering a quality service.
- The force has a total of 16 police officers and staff who are undergoing courses in local colleges to learn both Polish and Latvian, so as to improve engagement with these communities and enhance the customer experience for them.
- During the inspection, three police stations were visited to assess how citizen-friendly the force's police station front counters were. The following positive attributes were noted:
 - Visible displays of the CPTs with contact details, are a consistent feature.
 - Enquiry staff are able to access the force intranet to identify officers if required, and also have access to the neighbourhood staff's duty planning. At all sites visited there is a facility for enquiry staff to leave both email and voicemail messages for the teams.
 - The reception areas are Disability Discrimination Act 1995 (DDA) compliant, with access being wheelchair-friendly. Indeed, at Skegness a purpose-built lift has been put in place to facilitate wheelchair access.
 - Customer-friendly street maps are displayed in the foyer areas.
 - A range of literature is on display and available for public use.
 - The outside telephones at Boston and Skegness were tested and were working and answered promptly.
 - Language line and foreign-language literature are available.
 - Confidentiality screening has been provided at Skegness and anterooms exist at all stations visited.
 - Toilet facilities are provided for the public.
 - CCTV equipment and signage are in place.
- All members of the PA receive monthly performance data on Citizen Focus, and there is a Citizen Focus working group which identifies gaps in performance and reports to the PA scrutiny and audit committee. Members were aware that in October 2007 the force had introduced a callback bureau, which in their view was improving performance on satisfaction around SPIs 1a–1e.
- Three PA members sit on the Neighbourhood Policing working group and report to the PA community and consultation committee. The police Neighbourhood Policing project management team also reports to the PA. Dedicated PA members meet regularly with BCU commanders and attend community forums to receive feedback directly from members of the public.
- A number of documents are available to the public in a variety of languages: for example the force, in partnership with the Lincolnshire criminal justice board, the criminal justice system and Lincolnshire road safety partnership, has produced a

booklet, *A practical guide to the law for your safety and information*, with information in nine languages, which is available free of charge and is regularly distributed by police officers and staff. The inspection also noted posters in different languages at police stations and police community contact centres, helping the force to inform and make contacts with the diverse local communities.

- All staff are able to access 24/7 a language service provided to the force by a commercial enterprise, which offers a range of services including face-to-face and telephone interpreting and translation. This service enables staff to engage with all members of the community. The FCCC also has a minicom facility enabling communication with hearing-impaired people.
- A Citizen Focus steering group is in place, chaired by the DCC: it meets quarterly and is attended by all BCU commanders and heads of department, including the performance manager and the head of the PSD. The group monitors and reviews all Citizen Focus initiatives and developments in force.

Work in progress

- The force is currently developing a process to introduce a traffic light system for monitoring and reviewing compliance with all the NQoSC standards. It aims to have this in place by the summer of 2008. At the time of inspection the force was not able to identify its compliance across the NQoSC standards.
- Initial engagement has taken place with the NPIA with a view to an NPIA member of staff working with the force to identify national good practice for consideration and implementation. It is intended to complete this process by October 2008.
- A survey is currently being developed targeting the business community in Grantham; it is anticipated that this will be operating by autumn 2008.

Areas for improvement

- Although a Citizen Focus policy is in place, together with a leadership and staff charter, the inspection found that with the exception of senior managers staff had limited detailed knowledge of the policy or charters, and many were not familiar with PRIDE. There is a need for the force to conduct extensive internal marketing of its policy and charters so as to embed them firmly into its culture.
- The current survey forms used by the force provide little opportunity for service users to identify ways in which the police could improve service delivery. The force needs to develop some specific questions for inclusion in surveys, providing users with the opportunity to express their views for consideration.
- There is no formal structure or process to identify service users' views at present. To improve in this area, the force should develop focus groups or utilise the IAGs and KINs to assess service delivery and customer satisfaction.
- Apart from the PSD's overview of quality of service complaints, no evidence was provided during the inspection that middle and senior managers can access the direction and control database. This clearly contains a wealth of information that should be made more widely available to managers, unless sensitivity exists, to allow them a force overview of all quality of service complaints in order to improve

the identification of trends, causes and gaps in service. The force also needs to consider whether use of the PSD newsletter *The Standard* is sufficient to drive customer complaint improvements.

- The good practices outlined above and used by the FCCC and CPTs are transferable to other areas of policing; the force should consider extending these practices to make all its services more citizen friendly.
- At present, no member of the PA sits on the Citizen Focus steering group, as it is felt that the role of the PA is to scrutinise the work of the force. The force should consider inviting a member of the PA onto the steering group to allow the PA the opportunity to be at the forefront of developments in Citizen Focus and to contribute to the group.
- Introduction of mystery shopper techniques would enable the force to test a number of its services for quality and delivery standards. The PA is keen to take part in mystery shopper activities to test customer service, and activities could be usefully co-ordinated by the Citizen Focus steering group.
- Following the inspection of three police station front counters to assess how citizen friendly services were for the public, the following areas were noted:
 - While enquiry offices visited were DDA compliant, there was, however, mixed staff awareness as to the use of hearing loops and access to magnifying equipment for sight-impaired customers. There was no Braille signage in situ.
 - There were no emergency pull cords in any of the disabled facilities visited.
 - No opening times were displayed at any of the stations visited.
 - The outside telephone at Lincoln was found to be inoperable.
 - Only Skegness provided details of the CPTs in literature that members of the public could take away.
 - The stations were generally clean and well lit; however, the floor covering at Skegness presented a negative image to the public.
 - The male, female and disabled toilets at Boston had signs indicating that they were all out of order. When prompted, it became apparent that enquiry staff had locked the facilities and erected signs to limit use of the toilets.
 - None of the staff wore identification or name badges.
 - The screening provided at all stations was obtrusive and not customer friendly.
 - There were no attention bells at Boston and Lincoln, and signage was unhelpful: “If an officer is not present at this enquiry desk please be patient. You will be attended to within a few minutes”(Lincoln); or “If an enquiry officer is not present it is likely that they are dealing with other enquiries; be assured that an enquiry officer will deal with your enquiry soon”(Skegness). The signage was neither inviting nor customer friendly and HMIC found the service inadequate at Skegness, with the public experiencing long waiting times before receiving attention.
- The NQoSC and the Code of Practice for Victims of Crime standards are not readily available in any form to the public. Both the NQoSC and the Victims’ Code of

Practice should be included on the force website and produced in leaflet form and be freely available to and accessible by the public. The force could extend its website so that a member of the public can precisely identify service standards for a range of services, for example enabling a victim of a burglary to identify the expected standard of service they should receive. HMIC acknowledges that the force QoSC is available on the force website and is located in the 'About us' section; however, it cannot be located using the A–Z search under Q, S or C, making it difficult to find. The section on the website does not identify the standards, so it could be beneficial to expand this site to include all the standards.

- At the time of inspection, the force was not able to identify whether it is failing to meeting the NQoSC standards, and if so where. This is a significant gap for the force as it does not know whether or where it needs to develop action plans and then monitor and enforce them to improve compliance with the standards. This must be a priority action for the force so that it can identify levels of compliance with the NQoSC standards. Any areas identified as failing must be included in the force risk register.
- A language service is used by some forces, allowing operational staff to use their Airwave radio sets to access interpreting or translation facilities in order to allow instant engagement with all members of the community. The force may wish to consider this to enhance and improve its current language service.

The force has integrated Citizen Focus and operational activity, such as contact management, response, neighbourhood policing, investigation and through the criminal justice process.

Summary statement

The force has implemented corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is partially integrated into BCU and force performance management processes.

Strengths

- The force's QoSC outlines to the public what customer service they can expect to receive from staff. The QoSC has eight sections, including making it easy to contact the police and providing a professional and high-quality service. Linked to this is the force Citizen Focus policy and the staff charter, *Serving with Pride*, a central theme of which is to show consideration and courtesy to communities.
- The inspection found good evidence of corporate standards in the FCCC, with strong compliance with the national call-handling standards. Compliance is supported and tested by a strong audit process that involves regular quality assurance of a sample of five calls per call-handler per month. Call-takers and handlers have three standard greeting scripts for a variety of calls. Good corporate standards were also evident among Neighbourhood Policing teams. The force Neighbourhood Policing manual, *How it works*, identifies the corporate standards, for example telephone common scripting so that all teams are uniform in their interaction with the public. Equally, criminal justice processes for witness care were well managed and have adopted fully the Victims' Code of Practice. All witnesses receive the same corporate letters

and leaflets, including the victim personal statements booklet.

- HMIC staff attended a number of Neighbourhood Policing teams' community offices and found strong implementation of the corporate standards contained in the Neighbourhood Policing manual. For example, corporate leaflets and posters provide details of opening times and how to contact Neighbourhood Policing team staff.
- Training on Citizen Focus is delivered to all sergeants and inspectors, CBMs, PCSOs, special constables, custodians and FCCC controllers, and on initial training for police officers and induction courses. At the time of inspection, a total of 389 (18%) of the force total had received inputs on courses for Citizen Focus. The FCCC has a regular structured training day with Citizen Focus a standing agenda item. Sixteen staff in the FCCC are taking part in a pilot that involves them attending a National Vocational Qualification (NVQ) level one and two course in customer service. If evaluated as a success, this will be extended to all FCCC staff.
- The DCC is the force champion for Citizen Focus and each BCU has its superintendent as the BCU Citizen Focus champion. The Citizen Focus policy, including the 52 QoSs, the Victims' Code of Practice, a witness charter, the force leadership charter *Leading with Pride* and a staff charter, are all accessible to staff on the force intranet.
- The media department makes good use of the local media to promote 'good news' stories, including on Citizen Focus; an example was the positive comments on the police by the mother of a murder victim: "They were all brilliant. I just want to thank them."
- A good reward and recognition policy is in place and the inspection found comprehensive knowledge of the policy at all levels in the organisation. Specific awards include those for outstanding contribution to public reassurance and excellence in delivering performance. There are also awards for the community beat officer of the year and the PCSO of the year. In 2007, a constable was awarded the Queen's Police Medal for developing a database for use in managing vehicle crime which has been adopted nationally. In the same year, an officer received a Member of the Order of the British Empire (MBE) medal for work in the community on business crime. Staff reported good use of internal recognition at BCU level; formal BCU commanders' awards, notes of good work and positive PDR records were all common practice.
- During the inspection, all staff were able to relate to Citizen Focus and considered it a core function, irrespective of their role or responsibility. Although not all staff were aware of PRIDE and not all had received Citizen Focus training, it was clear that staff understood and were keen to deliver their individual understanding of the principles of Citizen Focus.
- Good evidence was provided regarding engagement with East Lindsey District Council, where the force is working in partnership to develop the questions for the neighbourhood management survey at Mablethorpe for customer satisfaction and confidence. This process was also replicated with neighbourhood management surveys at Birchwood and St Giles in Lincoln. BCU commanders are also members of the community safety partnerships and jointly contribute with partners to shape surveys relating to shared services, namely to include questions relating to the fear

of crime and the likelihood of being a victim of crime. There is also good engagement with the fire and rescue service, sharing data from their survey of multi-occupancy homes on health and safety issues.

- Citizen Focus performance data is available on the front page of the force intranet and staff were consistently able to identify where they could access the data. There is consistent and good use of Citizen Focus in daily tasking on BCUs, with staff reporting good intervention by senior management teams to reward good work by staff in delivering a positive experience to the public. This often resulted in a letter from the BCU commander, a positive PDR or, in exceptional cases, a BCU commanders' commendation. Good evidence was provided of force survey data filtering down to inspectors in order to praise or develop staff following survey results. For example, one BCU has a performance inspector who has personal one-to-one meetings with staff.

Work in progress

- As part of the force's contact with the NPIA, it intends to develop an internal and external marketable vision and branding to promote the Citizen Focus theme. It is also liaising with regional forces and may look to adopt a brand, possibly one similar to those already in use in the region. It aims to do this by October 2008. The Citizen Focus steering group is currently assessing a neighbouring force's Citizen Focus manual to identify transferable practice.

Areas for improvement

- The QoSs and Citizen Focus are not fully embedded in the organisation and the inspection found knowledge of the staff charter variable across the force, ranging from good to limited. Some staff were unaware of the PRIDE values. Much of this is symptomatic of the fact that the force has not delivered any bespoke training to its public-facing staff on Citizen Focus; secondly, Citizen Focus has not been extensively marketed by the force. The force may benefit from introducing a project manager to bring the drive and structure experienced in delivering Neighbourhood Policing.
- Although good corporate standards are in place for initial contact and staff accessibility in the FCCC, Neighbourhood Policing teams and witness care units, this is not replicated across operational and public-facing departments and functions. The force needs to develop and market clear corporate standards that can be applied to all public-facing staff in order to ensure that the force has a common standard for all customers.
- The corporate use of voicemail by Neighbourhood Policing teams needs formal audit to confirm that all staff are using the facility and getting back to their callers. This will provide the force with a measure of take-up by its staff. This should be extended to include all users as and when the force fully integrates its corporate use of voicemail.
- At present there is no compliance regime in place for corporate standards, apart from the FCCC call-handler audit. The force would benefit from introducing such a process either at force level, on BCUs or in departments to establish compliance levels and to help drive and improve service delivery.
- A media marketing strategy should be developed to promote Citizen Focus both internally and externally once full engagement has taken place with the NPIA.

- To further promote Citizen Focus, the force may wish to consider developing a range of corporate PDR objectives on Citizen Focus for its public-facing staff to ensure that it is given priority and is at the forefront of policing.
- The training department is largely client driven: staff identify needs and the training staff deliver them. Considerable benefit would be accrued by having a senior training member of staff on the Citizen Focus steering group to understand the intricacies of Citizen Focus and to be advised of service delivery gaps so that training can be tailored to fill them. The group should also identify what the mandatory Citizen Focus training requirements are for delivery to staff to drive corporacy.
- A dedicated Citizen Focus website would make access to policies, documents, initiatives and performance easily accessible to all staff. This would act as a recognised medium and resource, and, for example, a 'latest news' section could provide a clear emphasis on Citizen Focus. Allied to this, the force needs to develop a clear brand that connects with both staff and the public, clearly identifying the vision of the force on Citizen Focus.
- The force needs to harness the goodwill and knowledge of its staff on Citizen Focus by delivering clear marketable messages via briefings and training, to build on the existing strong commitment.
- To further enhance the rewards and recognition policy, the force could include a specific Citizen Focus or QoS award for delivering exceptional service or a positive experience to the public.
- The development of a performance process that includes local satisfaction measures and the assessment of locally established priorities would allow BCUs and local Neighbourhood Policing teams to better understand the impact of policing activity and how it can influence satisfaction and confidence, both before and after a specific problem-solving activity.

The force can demonstrate that the relevant SPIs remain stable as a minimum.

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Lincolnshire	-2.4pp	+6.3pp	+21.7pp	+9.4pp

Summary statement

The SPI data shows that force performance is significantly worse than the average for the MSF.

The SPI data also shows that force performance has significantly improved compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is significantly improving.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 9.4 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'the difference in the force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

Victims of crime and users of police services are surveyed using Lincolnshire Police's own user satisfaction surveys, which comply to national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

SPI 1e – satisfaction with the overall service provided.

79.3% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly worse than the average for the MSF.

Force performance significantly improved in the year ending March 2008; 79.3% of people surveyed were satisfied with the overall service provided, compared with 73.0% in the year ending March 2006.

SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.

Force performance significantly improved in the year ending March 2008; 70.4% of users from minority ethnic groups were satisfied with the overall service provided, compared with 48.7% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 9.4% more/less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Strengths

- Positive measures have been introduced by the force, particularly around follow-up, with the introduction in October 2007 of the SID in the FCCC and the call-back desks on BCUs to improve both satisfaction and confidence. It is anticipated that these positive measures will start to influence performance and will increase satisfaction and confidence.
- It is recognised by the force that there is a gap between the satisfaction levels of white and BME users. To try and understand the issues and to reduce the gap, it has engaged with a number of BME groups and has utilised its IAGs and KINs; however, no clear cause has been identified to date. The small number of BME residents in Lincolnshire presents a small sample size, which makes assessment and drawing conclusions more problematic. The user satisfaction samples are drawn randomly from each monthly set of crime victims. The demographic make-up of the sample compared with the demographic composition of the total victim population is monitored through the year. Consequently, later samples are weighted to compensate for any shortfall or excess of any particular grouping in the cumulative annual user satisfaction survey. This is illustrated in the table below.

	BME respondents	Total respondents
April 2006 – March 2007	36 or 1.83%	1,963
April 2007 – January 2008	63 or 3.47%	1,813

Work in progress

- The force is not complacent about the gap between white and BME service users and is using computer kiosks at key sites around the force area with questions in a variety of languages to try and establish and trends or causes that it can respond to. This work will report by the end of August 2008.
- Staff from the force are engaged in the local criminal justice board (LCJB) minority ethnic group tracking implementation group. This group includes the chief inspector lead for Citizen Focus and the force performance manager. The LCJB had commissioned the BME tracking report, with the aim of identifying the gaps in data collection within the LCJB agencies to identify difficulties with services provided to BME. A priority action is to better identify and explain race disproportionality at key points in the criminal justice system and put strategies in place to address racial disparities. This project is in the early stages of development and will not report until autumn 2008.

Area for improvement

- To address the gap between satisfaction levels of white and BME service users, given the low number of BME residents in Lincolnshire, the force may wish to consider identifying a wide range of BME victims and service users and conducting

personal interactions where possible to extract relevant information. The force should then use the resulting information to make any necessary service delivery changes.

Developing practice

See Appendix 2.

Appendix 1: Glossary of Terms and Abbreviations

B

BCU basic command unit

BME black and minority ethnic

C

CBM community beat manager

CPT community policing team

D

DCC deputy chief constable

DDA Disability Discrimination Act 1995

F

FCCC force control and communication centre

H

HMI Her Majesty's Inspector

HMIC Her Majesty's Inspectorate of Constabulary

HR human resources

I

IAG independent advisory group

J

JAG joint action group

K

KIN key individual network

L

LAA local area agreement

LCJB local criminal justice board

M

MSF most similar force

N

NPIA National Policing Improvement Agency

NQoSC National Quality of Service Commitment

O

OCG organised crime group

P

PA police authority

PCSO police community support officer

PDR personal development review

PRIDE professionalism, respect, integrity, dedication and empathy

PSD professional standards department

Q

QoSC quality of service commitment

S

SID scheduled incident desk

SPI statutory performance indicator

Appendix 2: Developing Practice

TITLE: Neighbourhood Policing practitioners' event

PROBLEM:

Organisational experience and learning from CPTs was not being captured effectively enough to influence Neighbourhood Policing implementation meaningfully force-wide.

SOLUTION:

The Neighbourhood Policing project team decided that a one-day practitioners' event was to be delivered as a specific product of the project. A working group, including partner agencies, was set up to establish the aims and objectives of the event. The involvement of partner agencies on the working group ensured that the event also met their needs.

To be effective, the event had to include people at all levels across all BCUs to gain consistent support and generate interest from both internal and external practitioners across the county. It was important that the content of the event should be well thought out and delivered in a powerful way with maximum impact.

The comprehensive programme included:

- national and local project updates, including outstanding issues, by the Neighbourhood Policing project manager;
- presentations by the sector inspectors on the operational management of Neighbourhood Policing;
- presentations by Neighbourhood Policing team and partner representatives from each BCU about their perspective on Neighbourhood Policing working, including local case studies;
- question and answer and discussion sessions with direct access to the deputy chief constable (DCC), senior managers, the project management team, key speakers, Neighbourhood Policing team members and partners.

Attendees included Neighbourhood Policing and non-Neighbourhood Policing officers, partner practitioners, neighbourhood management teams, neighbourhood panel members, joint agency group members, police authority (PA) members and local councillors.

The event was evaluated following a structured debrief. Learning points will be used to inform the next planned event.

The national Neighbourhood Policing project representative provided very positive feedback on the event. As nationally, the development of the National Intelligence Model within Neighbourhood Policing has been slow, the presentation by the principal analyst was highlighted as particularly effective and valuable. The experience was summed up by the national project representative as an "inspirational conference which I really enjoyed attending and found to be truly outstanding".

OUTCOMES:

- Promotion of key Neighbourhood Policing messages, clarification of aspects of project delivery, highlighting of the profile of Neighbourhood Policing and the commitment to it on the part of chief officers, senior managers, partners, officers, staff and the PA.
- Raised awareness of force and project objectives, identified areas and solutions to be developed by internal and external practitioners.
- Establishment of new networks for Neighbourhood Policing officers, internal and external; the beginning of various initiative-sharing and work-shadowing activities; generation of new ideas; and identification of new support contacts.
- Raised morale of officers passionate about delivering an excellent Neighbourhood Policing service from within a force experiencing significant financial challenges.

FORCE CONTACT:

Force Neighbourhood Policing project manager – 01522 558025

TITLE: Video conferencing – Neighbourhood Policing BCU development and performance meetings

PROBLEM:

The county's large size and rural nature had an adverse impact on travel time and transport requirements for officers and staff attending Neighbourhood Policing development and performance meetings.

SOLUTION:

It was proposed that video conferencing should be used as a new way of addressing the problem. The scheme has been piloted on East BCU, which has 13 CPTs in 4 sectors covering 819 square miles.

The community safety chief inspector chairs each monthly meeting from one of the sector stations' video conference rooms. The sector inspectors co-ordinate the participation of sector officers, including CPT supervisors, CBMs, PCSOs, anti-social behaviour/crime reduction officers, special constables, traffic wardens, enquiry officers, neighbourhood analysts and researchers. The Neighbourhood Policing project manager and/or deputy project manager also attend regularly, as do a number of sector-based partner agencies, bringing together all elements of Neighbourhood Policing on the BCU.

A typical structured agenda includes discussion of priorities and problem-solving plans. Anti-social behaviour and local traffic issues relating to the neighbourhood priorities are discussed and operational support given by Neighbourhood Policing colleagues where appropriate. Team members are given the opportunity to promote new initiatives and share examples to ensure that they develop good practice across the force.

The Neighbourhood Policing project manager and/or deputy manager provide an update on project progress and disseminate good practice identified by other BCU development groups to ensure force-wide issues and experiences are shared. Equally, good practice from East BCU is disseminated to West and South BCUs.

The pilot has proved successful and has been implemented forcewide.

OUTCOMES:

- A forum to discuss the overview of priorities from across the BCU and to learn from previously actioned problem-solving plans.
- An increase in the capacity for attendance and a reduction in time spent away from Neighbourhood Policing duties.
- Provision of local officers with a broader update on Neighbourhood Policing activities, both operational and projected, and an opportunity to voice concerns or raise issues affecting them.
- Provision of networks for Neighbourhood Policing officers outside their own sector, initiative sharing and work shadowing; generation of new ideas and identification of new support contacts.

FORCE CONTACT:

Force Neighbourhood Policing project manager – 01522 558025

Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.¹ The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant² in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

¹ The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

² It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.